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ABSTRACT

This handbook provides a practical guide for local communities to use to establish work education councils. It deals both with the role which such a council can play in a community and with the process for setting up a work education council. Following an introduction that discusses the work education council concept and demonstration project, the handbook is divided into three primary sections. Chapter 1 deals with the functioning of a work education council in a community. It covers possible activities and models of operation, definitions and realities of collaboration, and possible models for influencing youth policy. Chapter 2 provides a descriptive discussion of the process for setting up a work education council based on approaches used successfully in other communities. Chapter 3 contains a summary of problems and pitfalls experienced by existing councils. Attachments include a listing of sources for more information, definitions of activities that a work education council may undertake, listing of work education councils which are members of the National Work-Education Consortium, and list of major source documents used to compile the handbook. (YLB)

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People Working Together

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Handbook: How to Set Up a Work Education Council

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Preface

Too often, discussions about building new bridges between the worlds of education and work never get to the working mechanics of collaboration faced by educators, business people, labor leaders, government administrators and responsible citizens. This handbook is a much-needed addition to the literature on work-education councils. By focusing on the actual experiences of council leaders, it provides valuable insights into those aspects of organization, administration, leadership and funding which determine the success of work-education initiatives.

As the concept of work-education collaboration has grown during the past several years, so has the number of community leaders who are asking how the concept can be turned into a working reality. This practical "how to" handbook provides concise and timely answers to important questions about the potential of locally organized work-education councils.

Willard Wirtz
Chairman
National Institute for
Work and Learning

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The following members of the Greater Portland Work Education Council gave generously of their time to provide information and insights for this handbook: Leon Johnson; Jerry Haggin; Dr. Rex Hagans; Ron Anderson; Phil Bogue; Dr. Amo DeBernardis; Dr. Jeannette Hamby; Andy Jacobs; Jim Manley; Al Miller; Monty Multanen; William Moshofsky; Marv Rasmussen; Clarence Richen; Ray Thorne; and Janice Wilson. A special thanks to executive committee members who reviewed the handbook drafts and suggested revisions.

Valuable information was also obtained from the National Institute for Work and Learning and from a survey of selected work education councils from other parts of the country. The councils which provided information as part of this survey were: Work Education Council of Southeastern Michigan; Bethel Maine Area Community Education-Work Council; Lexington Kentucky Education-Work Council; Community Education-Work Council of Northwestern Vermont; Oakland, California, Community Careers Council; Education-Work Council of the Upper Ohio Valley; and Education to Work Council of Philadlephia.

A great deal of assistance and encouragement was provided by Carol Stone, Executive Director of the Greater Portland Work Education Council. Carolyn Krieg, Council staff, also made possible the final compilation of the handbook through her assistance. Kathi Stout, Grants Analyst with the State of Oregon Employment Division, CETA Section, provided helpful suggestions and overall direction to the project.

To all of these individuals and many others who contributed ideas and provided assistance, I extend my appreciation.

Beth Hoover, Researcher/Writer

A Work Education Council Is...

an organization comprised
of community leaders
and experts from

-business and industry

-labor

-education (all levels)

-government

-local youth service
agencies

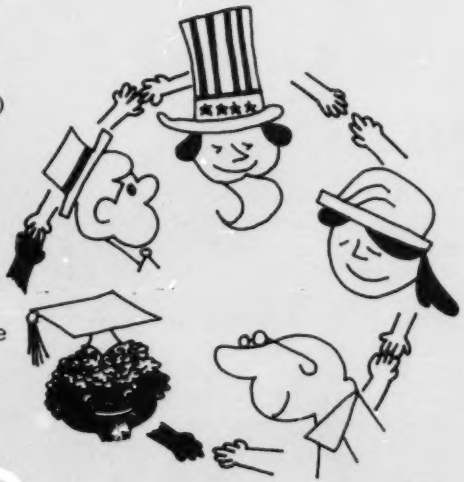
and

-the community-at-large

that

COLLABORATES

on ways to make the



TRANSITION from SCHOOL to WORK

more rational
for young people...

A Work Education Council Can...

-identify problems

such as:
- -inadequate career counseling/ preparation in the local schools
- -unwillingness of local employers to hire youth
- -lack of work/service opportunities for youth
- -inadequate labor market information on the local level
- -laws that inhibit employers from hiring youth

-seek solutions

such as:
- -encourage communication/coordination among individuals/ programs/institutions dealing with youth transition issues
- -assist educators (teachers, school counselors) to become more aware of jobs available in the local community
- -bring community experts into the schools to teach youth about the local economy
- -secure work/service experience sites for youth in local businesses/industries
- -provide community volunteers to counsel youth on career options

-act as a catalyst for change

such as:
- -encourage the schools to provide more realistic career counseling/ education
- -encourage local businesses to hire youth
- -encourage local labor unions to assist youth entry into apprenticeship and training programs
- -encourage changes in governmental regulations and laws that act as barriers to youth employment

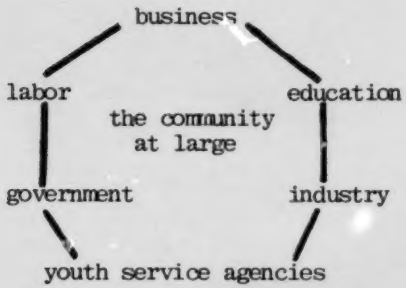
A Work Education Council Benefits the Community...

by providing a forum for open discussion and exchange

"collaboration"

and

by building bridges and networks between



"collaboration"

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Introduction

The Work Education Council Concept

The concept of work education councils was first outlined in The Boundless Resource, a publication of Willard Wirtz and the National Manpower Institute, recently renamed National Institute for Work and Learning. As envisioned there, a work education council was to be "a new institution that would take the transition from youth to adulthood, from education to work, as its particular responsibility." A work education council was to rely primarily on local community initiatives and to "facilitate the transition of the younger members of the community between institutionalized education and whatever is to follow it, although without commitment to the one-way order of experience this suggests."

This concept was an outgrowth of the concerns expressed in 1974 by President Gerald Ford about the breakdown in the relationship between education and work. In a commencement address at Ohio State University, Ford called for "a fusion of the realities of work-a-day life with the teachings of academic institutions" and asked for common counsel about "new ways to bring the world of work and the institutions of education closer together."

The breakdown in the relationship between education and work is most clearly evidenced by the extent of youth unemployment in this country. The national unemployment rate for youth is two to three times the unemployment rate for adults. For non-white and disadvantaged youth, the unemployment rates are even higher (approaching fifty percent in some localities). The President's address was a recognition of the fact that successful completion of a course of education no longer guarantees successful entry into the world of work. A high school diploma does not automatically translate into a young person getting a job, while university-educated youth often find themselves prepared for occupations that are either obsolete

or already overfilled with trained personnel. Furthermore, youth today find it difficult to gain work experience and have even more difficulty translating their work experiences into long term employment.

The Boundless Resource outlines a concept of education and work in which education is an integral part of the world of work and viewed as a lifelong process. Youth transition is viewed as the movement of youth between school and work, which includes the options for:

--youth to explore career opportunities and to participate in work/service experiences while in school.

--youth to leave school, work for a time, and return to school without penalties or stigma.

--youth to complete school prepared for employment.

The concept of work education councils was devised as a way for local communities to take action to bring the worlds of work and education closer together. The purpose envisioned for such councils was to help young people move more easily between school and work by fostering efforts to increase community involvement in youth development, to improve communications between education, employers and others involved in the transition process, and to increase opportunities to combine work or service experience with classroom learning. Work education councils were to accomplish this purpose by fostering collaboration between education, local employers and the community at large in order to identify local youth transition problems, devise solutions to these problems, and bring about change in those institutions affecting the process of youth transition to gainful employment.

The Work Education Council Demonstration

In 1976, the Department of Labor provided funds to three private, non-profit organizations at the national level, the National Manpower Institute (NMI), (now the National Institute for Work and Learning, NIWL), the American Association of Community and Junior Colleges (AACJC), and the National Alliance of Business (NAB), to identify communities where the work education council concept could be tried on a demonstration basis. Thirty two communities across the country, including Portland, Oregon, were eventually selected to receive demonstration funds to establish work education councils.

Two outstanding features of this demonstration project (called the Work-Education Consortium Project) were the emphases on local determination and local independence. Local determination meant that the individual communities determined what the mission of their work education councils would be (target group, goals and objectives, priorities, activities) based on locally perceived needs. Status as

a locally independent organization was encouraged as the form for formal council organization so that the work education councils could function as agents for change in their communities.

All of the demonstration councils had in common the intent to foster collaboration between the various sectors in their communities involved in the process of youth transition, although some councils selected a limited target group (economically disadvantaged youth) while others elected to focus efforts on a more general youth population. A few of the councils established elected to broaden their areas of concern to both youth and adults, in keeping with the spectrum of problems addressed in The Boundless Resource.

Most of the work education councils created in 1976 and 1977 as part of the demonstration effort continue to operate at the present time and have been successful in establishing an effective role for their operations in their individual communities. Their experiences, which provided the basis for much of the content of this guide, indicate that a work education council is a workable model for local communities to use to address the problems associated with youth transition from school to work.

Purpose of Handbook

The purpose of this handbook is to provide a practical guide for local communities to use if they want to establish work education councils. The handbook deals both with the role which such a council can play in a community and with the process for setting up a work education council.

The handbook was put together under the auspices of the Greater Portland Work Education Council, utilizing funds provided by State of Oregon CETA Governor's Grant. Its contents are based on the actual operational experiences of the Portland council, as well as on the documentation kept on the national level during the demonstration phase of the Work-Education Consortium Project. Information for the handbook was obtained through individual interviews with members and the director of the Greater Portland Work Education Council. Insights were also gained through a survey of selected councils operating in other parts of the country.

Although a number of reports from various sources were utilized in putting together this handbook, footnotes were avoided whenever possible for the sake of readability. A listing of major source documents is contained in the attachments.

The handbook is divided into three primary sections, as follows:

Chapter 1: The Role of a Work Education Council
(covers possible activities and models of operation; definitions and realities of collaboration; and possible models for influencing youth policy)

Chapter 2: Guide to Setting Up a Work Education Council
(contains a descriptive discussion of the process for setting up a work education council based on approaches used successfully in other communities)

Chapter 3: Potential Problems and Pitfalls
(contains a summary of problems and pitfalls experienced by existing councils in the hope that new councils can avoid such problems and/or be better prepared to deal with critical issues)

Attachment 1 is a discussion of where to go for more information on work education councils. Attachment 2 provides definitions of activities that may be undertaken by a work education council. Attachment 4 is a listing of work education councils which are members of the National Work-Education Consortium. Attachment 5 lists major source documents used to compile this handbook.

Chapter 1

Chapter 1:
The Role of a Work Education Council

This section deals with how a work education council can function in a community. As with the next section (on how to set up a council), the discussion is intended to be descriptive rather than prescriptive. Based on the experiences of existing councils, particular modes of operation are discussed which have been used successfully in communities to foster collaboration directed at improving youth transition from school to work. In keeping with the intent of local determination, the actual role of a work education council must be defined at the local level based on the needs and desires of the individual community.

Selection of Council Approach

Before discussing possible functions and models of operation for a work education council, it should be noted that a council has to determine its approach to collaboration based on the needs/desires of its particular community. The selection of approach will determine the manner in which a council operates, including how

visible the council choses to become in the community, whether or not the council attempts to take on particular programs or projects, and how the council attempts to achieve collaboration between the various sectors (business, education, labor, government, etc.) of its community.

One major distinction in the Greater Portland Work Education Council's approach to collaboration has been the council's decision to avoid the operation of direct service programs and to concentrate instead on efforts to address policy issues and concerns related to youth transition from school to work. Such a decision was possible in Portland because existing service delivery systems were well established and operating at acceptable levels in the community.

For example, one program already established in Portland prior to the creation of the work education council was the IPAR program. IPAR serves to facilitate the coordination and scheduling of contacts and exchanges between the local schools and the private sector (primarily business community). In this capacity, IPAR arranges such things as student tours of businesses/industries, placement of community volunteers in classrooms, teacher visitations to businesses/industries, work/service experience placements for students, etc. Had an IPAR program not been in place in Portland, it is likely that the Greater Portland Work Education Council would have had to establish such a program in the community before it could have begun to address policy issues and concerns related to youth transition.

As this illustrates, the role and functions which a work education council chooses to adopt will depend in large part on existing conditions (e.g. services available, roles of other groups and agencies, etc.) in a particular community. Because creation of a work education council is dependent on local initiative, a work education council is not bound by guidelines/regulations imposed from outside the community. Given this freedom from external restrictions, a work education council can be tailored to the special needs/interests of the community. A work education council is unique in that it is not advisory to any one program or sector of the community, but instead pulls together a broad array of interests from all segments of the community in an independent and largely volunteer effort to improve the transiton process for local youth.

In examining possible approaches, new work education councils should be aware that, based on the experiences of existing collaborative type councils, certain elements seem to assist in making collaboration possible. These include:

--a balance of the different interests represented on a council

Collaboration can be encouraged on a work education council by ensuring that a balance is maintained among the various sectors represented on the council's membership. Equal

representation from the sectors involved in youth transiton issues is suggested as the optimal balance for a council to maintain. (See chapter two for additional detail.)

--independent status

The likelihood of a work education council achieving collaboration also seems to be enhanced if the council is seen as an independent organization in the community that is equally responsive to the concerns/interests of all sectors involved with youth transition issues. As detailed in chapter two of this handbook, the private, non-profit form of organization is recommended to achieve this independence.

--membership commitment

A work education council requires a great deal of commitment on the part of its members to making the council work and to achieving collaboration. One way such commitment can be obtained is by ensuring that the self interests of individual members is served by their participation (i.e., making it worthwhile for individual members to be involved to the extent that they feel they are missing out on something important if they fail to participate).

—full time, paid director

The time and effort needed to achieve collaboration on a work education council requires a full time, paid director on staff to oversee council efforts and to facilitate the collaborative process. Careful attention must be given to establishing relationships with other agencies/groups in the community, information on youth issues must be obtained and analyzed, and activities which a work education council decides to undertake must be planned and implemented. The director fulfills these functions and provides continuity and follow-through on council operations.

—careful attention to role definition

In defining its role, a new council needs to avoid duplicating the efforts of programs, agencies and/or groups already operating in the community. If a new council is seen as attempting to duplicate existing efforts or to usurp the role of another entity, it is likely to meet with considerable resistance. As discussed more fully later on, this could make it difficult (if not impossible) for a council to achieve collaboration. Also, given the limited resources available for services/programs, a work education council needs to build on what already exists in a community whenever possible.

All of the above suggestions for facilitating collaboration are discussed and expanded upon in various sections of this handbook

(specifically, detail on membership, staffing requirements and organization are discussed in chapter two). The remainder of this chapter discusses how a work education council might operate in a particular community in terms of possible functions and operational models.

The Functions of a Work Education Council

As discussed in the introduction, the focus of a work education council is on improving (making more rational) the transition of youth from school to work. A work education council accomplishes this by facilitating changes in the institutions dealing with youth transition through collaborative efforts which involve these same institutions (schools, business, industry, labor, government and youth service agencies) in activities designed to improve the transition process.

Collaboration, which is discussed more fully later in this section, implies the ability to impact local, state or federal policy/practice on issues related to youth transition. Local councils may want to emphasize activities directed at changing the policies of local institutions, but will probably find themselves taking on state or even federal issues when such policy directives inhibit change at the local level. (A recent example of federal policy affecting local initiatives is the federal law which prohibits youth under the age of twelve from picking berries. Other federal/state policies that impact local efforts include minimum wage requirements, child labor laws, curriculum requirements for education, etc.)

A recently published report, Education and Work Councils: Progress and Problems, prepared by Abt Associates Inc., lists specific activities which work education councils can undertake to foster collaboration and community change. These include:

--Research (needs assessments; occupational outlook research)

--Public awareness (public relations; community forums; school visitation days; audio-visual presentations; newsletters)

--Student development (career speakers; career days; workplace site visits; shadow days; internships; work-study; alternative semesters; career resource centers; student-operated businesses; contract apprenticeships; community resource banks)

--Staff development (in-service workshops; curriculum "infusion"; career guidance institutes; teacher/host administration site visits; community resource directory)

—Administrative/policy concerns (inter-district/state collaboration; coordination of school and non-school programs; establishment of school-business partnerships; counteracting race and sex role stereotyping; servicing special needs populations; credentialing, licensing and certification procedures; and statutory restrictions)

Definitions of these activities, as provided in the Abt report, are included in Attachment 2.

Relationship to Existing Service Providers

A work education council provides a forum where representatives from business, industry, labor, education, government and youth service agencies can address youth problems related to the transition from school to work. As discussed earlier, the role of a work education council in a local community will depend, in part, on the extent of education and work related services already available to local youth. In a community where few services are being provided, the work education council will need (at least initially) to undertake major efforts with existing organizations and groups to initiate needed services. In a community where youth service delivery systems are fairly well established, the council will need to establish collaborative relationships with existing service deliverers to achieve its objectives.

It will probably take a work education council a longer time to establish a credible role in a community where service delivery patterns are well established than it would in a community where services are not as well deleloped (and where, as a result, less "turf" has been defined). A newly established council must carve out a role for itself in the community in relationship to existing organizations providing services to youth. There may be some resistance to such a council, especially if it is seen as duplicating the functions of an existing agency or if it attempts to take on projects that another organization sees as being within its own purview.

In any community, the work education council's relationship with the local school system will be especially critical. If the local schools have already instituted career education programs (career counseling and exposure opportunities, vocational training, work/service experience opportunities), the council's role can serve to augment these programs. If the schools' efforts in this regard are less well developed, the work education council can assist the schools to develop needed programs and can work to increase community involvement with the schools (e.g., developing community volunteer resource banks, sponsoring career days, etc.).

The work education council will also need to establish relationships with local providers of youth training and employment placement services. In most communities, the bulk of these types of

services will be provided by the local CETA program operator and by the local branch office of the State Employment Service. Also, there may be a number of community based agencies (both public and private) providing education and/or work related services to particular youth target groups.

To be effective, a work education council needs to establish linkages with youth service providers in order to obtain information on what these organizations are doing, to make an impact on their decisions affecting youth, and to mobilize their support for council objectives. A work education council can play an important role in facilitating increased coordination and cooperation among existing service providers in a local community. Part of a council's role also may be to convince providers to redirect local service dollars in order to improve transition services available to local youth.

A work education council needs to sell itself to service providers as a forum where they can interface with other sectors of the community involved in the process of transitioning youth from education to work. By ensuring that its role does not duplicate or conflict with the roles of existing service providers, a work education council can avoid direct competition with these agencies and can minimized their reluctance to become involved in the council's efforts to foster collaboration.

Models of Operation

The Abt report referred to earlier identified several possible models of operation for a work education council based on its review of existing councils. All of these models utilize three basic strategies (to varying extents): education (making others in the community more aware of youth transition problems); collaboration (involving those agencies and institutions that deal with youth transiton in activities designed to improve the transition process); and confrontation (taking on the power structure to bring about changes in existing policies, procedures or practices).

The possible models of operation identified in the Abt report include:

--facilitating, coordinating and stimulating activity on the part of others in the local community
(emphasis in this model is on putting key people and institutions in touch with each other, lining up resources and motivating and assisting other individuals and agencies to collaborate together or undertake activities for themselves)

--the facilitative role described above is undertaken along with one time projects not funded by outside sources
(examples of such projects include job and career awareness

seminars for students, occupational counseling and teacher skills seminars, etc.)

--the above two models are undertaken along with projects funded by other agencies
(for example, a council could perform a special study on a particular issue/problem related to youth transition using funds provided by an outside agency)

--the above activities are undertaken along with assumption of a brokerage role*
(a council secures funds for needed services and acts as a broker with other agencies to get them to provide these services)

The models described above provide some insight into the way existing work education councils have defined their respective roles in their individual communities. The particular model chosen by a council is related to existing conditions in the community, including the political climate in which a council operates.

Collaboration/Definitions

There are several working definitions of collaboration, all of which imply that parties share responsibility and authority for basic policy decision making and that they give up a portion of their self interest to reach a common goal.

Dr. Kenneth Hoyt, Director of the Office of Career Education, defined collaboration as "...a term that implies the parties involved share responsibility and authority for basic policy decision making..." It differs from cooperation, which involves parties with separate and autonomous programs agreeing to work together, in that cooperation "carries no implication that... (it will)...affect...policies or operational practices."

Dr. Paul Barton, an associate with the National Institute for Work and Learning, defined collaboration as a process which deals "...with the whole of the transition to adult employment..." and involves the following:

"being an organized activity with an agreed upon policy for its conduct.

the participation of representatives of education, business, labor, parents, the voluntary and service organization sector,

* This is not specifically identified as a model in the Abt report, but is implied based on its discussion of existing councils' activities.

the public, students...or at least a sufficient number of the above to provide the expectation of sufficient achievement.

an involvement in the improvement of transition arrangements rather than...the group being "advisory" to any one of the represented institutions or sectors.

the development of...an agenda of substantive actions, a prioritizing of the items on the agenda, and planning toward actually carrying out the agenda."

The National Institute of Education had defined collaboration as "...a participatory decision-making process...in which representatives from vested interest groups within a community give up a portion of their self-interest...to achieve a common goal."

One of the directors of an existing work education council defined collaboration more simply as "...working with the enemy towards a common goal." His definition infers that collaboration involves traditional adversaries (business/labor; public sector/private sector; youth/adult) in common efforts to improve the youth transition process.

The Realities of Collaboration

Based on the experience of existing work education councils and other groups involved in efforts to foster collaboration, there are some realities of collaboration that need to be addressed. The following assumptions about collaboration were provided by the Northwest Regional Educational Laboratory:*

—Collaboration takes place on at least two levels: institutional (or organizational) and individual. Individuals from different institutions can develop collaborative relationships with or without institutional commitment, but without institutional commitment, collaboration is limited in its impact on both practice and policy.

—There are differences in institutional/organizational missions perspectives...(which)...can inhibit or even prevent collaboration from occurring. They can also promote and enhance it when ways can be found to proceed without threatening the "bread and butter" mission of the various institutions.

—Collaboration is too often inhibited by failure to be specific concerning the commonalities and differences among institutions/organizations and/or individuals on a given issue. Clarification...(of commonalities and differences can)...go a long ways toward promoting common action.

—The individual representing the institution/organization must be able to negotiate from a confident position. This does not assume that he or she will always be chief executive officer—it does assume understanding of what the institution's values and interests are, and an ability to relate them to the broad collaborative problem area.

—Collaboration requires institutions to negotiate and actually modify their individual practices and standards. Parties to a collaborative effort may have to give something up or modify a position in order to reach a shared point of view for planning. The key is to understand what can be modified without damaging the basic mission of the institution and what cannot.

* (Excerpt from: "Collaboration Among Schools and Business and Industry: An Analysis of the Problems and Some Suggestions for Improving the Process," Northwest Regional Educational Laboratory, 1978.)

In terms of work education councils, collaboration can occur between the council and other organizations, between council members, and between institutions represented on the council. To be an effective agent for change in the community, and to affect policy issues, collaboration must occur on all three levels on a council.

Measuring Collaboration

The Abt report (Education-Work Councils: Progress and Problems) suggests that there are several ways to measure the extent to which collaboration is occurring on a work education council. To paraphrase, these include:

—the reach (impact) of council activities (local, state, or federal

—the extent of institutionalization of council actions (one time, series, or on-going)

—the breadth and depth of collaborative involvement (ranging from the involvement of two sectors, one individual from each, to the involvement of several sectors, many individuals from each, in collaborative efforts).

The Northwest Regional Educational Laboratory report quoted previously suggests that one good operational barometer for assessing the effectiveness of collaboration is "...The extent to which it is possible and "safe" to enter discussion and debate institutional values and conflicts..."

Models for Influencing Youth Policy

If collaboration is viewed as involving the ability to impact local, state or federal policy on youth transiton issues, then work education councils must develop stategies for influencing policy decisions at those various levels. In May 1978, five models were discussed by the Greater Portland Work Education Council as possible approaches the council could use to influence youth policy issues. These models and the assumptions on which they were developed are presented below:

--"Influencing the Influencers" (state or federal impact)

Procedure: Articulate "the local way" to federal (or state) policy makers and establish a special relationship by which the work education council can use that "way" to modify federal (or state) plans and guidelines for local programming.

Assumptions:

1) federal (state) policy makers are a main target because they "aid and abet" disconnected and even competitive local activities through their demonstration priorities;
2) a work education council is in a position which makes it realistic to establish a special relationship;
3) existing service delivery systems can be used as a framework for identifying "the local way".

—"Quick and Dirty Leadership" (local impact)

Procedure: The council sits down and drafts guidelines or policies based on what is already known about youth transition problems.

Assumptions:

1) the work education council can lead and others will follow;
2) this can be done before completion of indepth studies on problem areas;
3) time is of the essence - act now;
4) local "influencing" is more important than influencing the federal (or state) level.

—"Influencing by Involvement" (local/possible state impact)

Procedure: The council involves other groups in its activities and makes policy guidelines a specific outcome of each study area undertaken.

Assumptions:

1) by involving other community experts (and potentially

state officials) on council task forces, the impact will be greater;
2) time is not too important in arriving at a set of policy guidelines;
3) local "influencing" is more important than influencing the federal level.

--"Tie to a Bigger Picture" (local)

Procedure: The work education council identifies local economic development goals and develops youth programming guidelines based on them.

Assumptions:
1) the long range effects of youth programming are heavily (if not totally) dependent on their "fit" with economic trends and activities;
2) local economic goals are known and are an adequate framework with which to achieve coordination;
3) time is not important in arriving at a set of policy guidelines.

--"Informal Networking" (primarily local impact)

Procedure: The work education council stays on top of things as they develop (for example, the formation of the Private Industry Council) and attempts to bring the people involved in to talk and work with the council.

Assumptions:
1) informal communication can produce coordination without formal policies;
2) time is taken care of "automatically", (i.e., things are dealt with as they arise);
3) the council can devise a "system" for making this more than haphazard;
4) the council has the capability to effectively follow up on informal relationships.

It should be noted that these models for influencing youth policy issues are not necessarily exclusive of one another. In fact, the Portland council has utilized most, if not all, of them at various times in its efforts to affect policy issues.

The National Work-Education Consortium

The National Work-Education Consortium, which was formed in 1979 by existing work education councils, is another mechanism which new work education councils can tie in with in order to impact federal policy issues related to youth transition. (See membership list in Attachment 4.) The consortium has established as one of

its purposes the goal of contributing to and stimulating public discussion of policy intended to improve education-work transitions. Other purposes include disseminating information and providing technical assistance to collaborative councils, as well as promoting the expansion of the work-education concept to other communities.

Existing work education councils indicate that national linkages have been helpful in local council operations, particularly in terms of providing ideas and information. The National Work-Education Consortium provides an opportunity for new councils to establish linkages with other work education councils around the country. Memberships are open to collaborative councils and other interested organizations/individuals. (See Attachment 1 for further information on membership.)

Examples of Collaborative Type Projects

The following is a list of collaborative type projects initiated by existing work education councils. It was compiled primarily from a 1979 National Manpower Institute publication (Work-Education Councils: Profiles of Collaborative Efforts) and is intended to indicate the wide array of projects which work education councils can undertake. To relate these projects to an understandable format, they have been grouped under the activity headings discussed earlier.

RESEARCH PROJECTS

--surveyed local businesses to determine present staffing patterns and projected manpower needs (rural council)

--Research on Relevant Barriers (report which identified and prioritized barriers to youth employment in council area)

--Dropouts - A Community Problem? (report on the drop out problem from the local, state and national perspective; included a profile of the potential dropout)

--Work Attitudes Survey (survey to compile information on perceptions of work and youth employment issues from youth, local employers and educators)

--Barriers to Small Businesses (report on the effects of government regulations on small businesses and job opportunities)

--compiled a Youth Services Directory which catalogued services available for youth and identified gaps in services being provided

PUBLIC AWARENESS PROJECTS

--Executive Exchange (arranged exchanges for a day between executives in education, business, government and labor)

--Reference Guide to Child Labor Laws, Wage and Hour Provisions, and Sources of Young Workers (publication for personnel officials designed to promote youth employment in council area)

--sponsored a summer youth employment campaign involving the Chanber of Commerce, United Way, local Employment Service, and the Work Education Council in a campaign to get private sector jobs for youth

--Youth Services Agency Conference (meeting which convened, for the first time, all agencies in the council area involved in serving youth)

--sponsored roundtable discussions for Vice-President Mondale's Task Force on Youth Employment with private sector representatives, local youth program operators, and local educators

STUDENT DEVELOPMENT PROJECTS

--established a resource group of business and industry leaders to be available for classroom discussion/presentations

--developed a "shadow program" (students matched with local business people in areas of career interest to visit them on their jobs and see what they do)

--initiated a Career Information Center with a local college; serves as a research library for teachers and counselors and as an information source for students, parents and community at large (also fits under staff development)

--Business People in the Classroom Program (25 business people visited two inner city high schools to talk to students about job preparation skills and entry level education requirements)

--Community Resources book/periodically updated list of 1,200 potential speakers available to classroom teachers

--Jobs Go Wanting/film about skilled worker shortage in the metal trades was produced and targeted to youth, grades 8 - 10

--sponsored Pre-Employment Seminars in local high schools/how to fill out job applications, how to prepare for interview, personal employment interviews

--sponsored Job Fairs to promote greater understanding of existing employment opportunities among local youth

--initiated PROVE (Program Reaching Options in Vocational Education) in conjunction with YWCA and local School District; provides vocational training for female high school students in non traditional job clusters (manufacturing, power mechanics, construction and communications)

--initiated an Automobile Dealers' Apprenticeship Program (three year work/study program involving full time on-the-job training with a local auto dealer; participants receive associate degree at local community college upon completion of program)

--initiated a Reading Academy to provide in-plant literacy classes (free tuition) for illiterate adults (16 years and older) employed in local industries

--Community Resource Clearinghouse set up to coordinate and schedule student job and work experience placements, student tours, teacher internships and community classroom volunteers (also provides for staff development)

--published a manual on Sex Role Stereotyping in Occupational Choice (Project ROSS) to assist students and staff in expanding career options by reducing sex bias in career choices

STAFF DEVELOPMENT PROJECTS

--developed a course for master's credit at a local college to provide teachers with internships in business

--established Career Guidance Institutes to allow teachers, counselors and administrators to visit local companies to learn about entry level opportunities and their educational requirements (educators interviewed actual job holders)

--summer work education project placed 24 local educators in entry level jobs in local businesses and industries for the summer

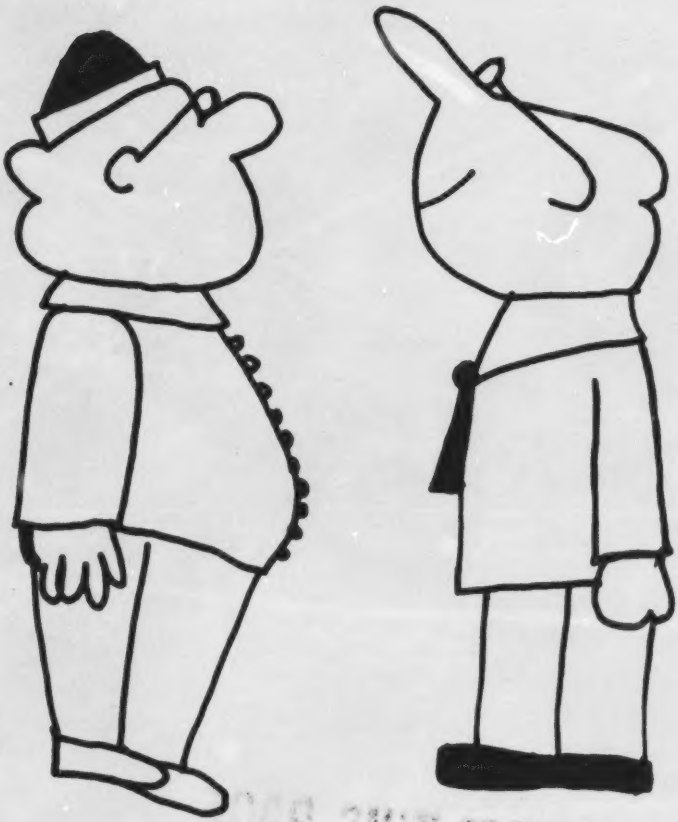
PROJECTS DIRECTED AT ADMINISTRATIVE/POLICY CONCERNS

--presented State Department of Education with input from local businesses on curriculum development

--arranged for a meeting between local wood products manufacturers and the high school mathematics department to discuss math curriculum in relationship to employer needs (rural council)

--Child Labor Laws Report/reviewed existing child labor laws and recommended changes in those laws which inhibit employers from from hiring youth or prevent youth from gaining work experience opportunities

Chapter 2



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Chapter 2: Guide to Setting Up a Work Education Council

This section deals with the process of setting up a work education council. It must be emphasized that the discussion that follows is descriptive rather than prescriptive in nature. Because of the differences that exist between communities, both in terms of levels of knowledge and sophistication and in terms of needs and problems, no straight forward, step by step plan can be presented for setting up a work education council in a community.

The topics discussed in this section are issues that a community will need to address in establishing a work education council. The order in which these are addressed may vary, as well as the timing. Overall, it should be stressed that it is a long and cautious process.

One of the biggest variables in terms of timing will be the initial planning phase. In some communities, where there is a great deal of awareness of youth problems and the desire to do something about these problems, initial planning may go rather smoothly. In other communities, where there is a lower level of awareness, selling the concept of a council will take longer and require more effort.

Community Initiative

The impetus for setting up a work education council should start at the local level from individuals who are interested in addressing the problems of youth in their community. Individuals interested in establishing a work education council in their local community need to have an understanding of the concept of collaboration and should have an awareness of the youth transition problems occurring in their local area.

Several approaches have been used successfully to start work education councils. One such approach is the formation by interested individuals of a small planning group (five to ten people) to look at the feasibility of establishing a council in the community. This group takes on the responsibility for selling the concept to community leaders and getting commitments from them to participate in the formation of the formal council.

The impetus for starting a work education council also may come from an existing organization or committee in the community (for example, the local school's Career Education Department or the local Chamber of Commerce). If this approach is used, it is essential for the "parent" organization to understand the importance of involving other sectors of the community in the process

from the beginning stages.

Another successful approach used has been to bring in an outside catalyst to assist in the initial planning stages. (This was the role played by the National Institute for Work and Learning, as well as the other national intermediaries, in the formation of demonstration councils across the country.) As long as it is clear that the process is controlled at the local level, technical assistance from outside the community can be useful, particularly in explaining the concept and assisting (from an objective standpoint) in determining who should be involved.

Whatever approach is used, the initial planning group should be informally structured, dynamic (bringing in new people as needed), and as representative as possible of the key sectors involved in the youth transition process.

Communities that want to establish work education councils can also take advantage of information and resources developed during the demonstration phase undertaken by the National Institute for Work and Learning, the American Association of Community and Junior Colleges and the National Alliance of Business. In addition to this guide, these resources can be used to clarify questions/issues that may arise as communities go through the process of attempting to establish their local councils. (See Attachment 1 for a discussion of where to go for more information.)

Selling the Council Concept

The members of the initial planning group should be individuals who have an understanding of the formal and informal power structures of the community and who have access to community leaders. The planning group will have the responsibility of selling the idea of a work education council to the local community (educators, business, industry and labor people, government leaders, service agency personnel, etc.).

One of the first priorities of the planning group should be an enumeration of the problems of youth transition that exist in the community. This listing of the problems perceived by members of the planning group can be used to convince community leaders of the need for a work education council and will be useful in focusing in on what it is a work education council should do.

The process of selling the council concept is not one that will be done overnight. In fact, the concept is not really sold until the council is formally organized and is functioning as an agent for change in the community.

Defining the Geographic Area

One of the initial tasks the planning group will need to complete is that of defining the geographic area of council coverage. The boundaries will be different in every community and must be determined at the local level.

Factors to consider in defining the geographic area of a local council include:

--the boundaries of the local economy
(where do employees of local businesses and industries reside; what area comprises the local labor market?)

--local political boundaries
(school district, CETA, local government, economic development boundaries)

--labor market information and employment statistics
(what boundaries are used in compiling these statistics for the local area?)

A number of existing work education councils chose to expand their geographic boundaries after being operational for a period of time. New councils have the option of reviewing their defined areas of coverage after a year or two of operation to determine their workability.

Identification/Selection of Members

Membership on a work education council is probably the most crucial issue, since it is the members who make a council work, who give it credibility in the community, and who enable the council to function as an agent for change in the local area. In order for collaboration to occur, the members of a work education council must be individuals who have the authority/power to effect changes in the institutions or sectors which they represent. For this reason, most existing work education councils have attempted to involve leaders and influential individuals in the community in their memberships.

The membership of a work education council needs to be representative of all sectors involved in the transtion of youth from education to work. This will require representation from the following groups:

--business (both large and small firms)
--industry
--labor
--education (all levels/public, private and alternative)
--government
--youth service agencies (CETA, other)
--community at large (parents, youth, others)

In identifying possible individuals from these groups to serve on a work education council, it is important to keep the following in mind:

1) Personal qualifications of members--It is important to select competent individuals, preferably ones who have a track record for involvement and/or concern with youth problems.

2) Balance--To foster collaboration, a balance of interests represented on a work education council is important. An optimal balance for a work education council to maintain has been suggested as equal representation of business, industry and labor interests (50 percent) and all other sectors (50 percent).

3) Size—An optimal size for a work education council seems to be between 15 to 30 members. (Over 50 percent of the existing work education councils fall within this size range.)

4) Membership sharing--Important linkages can be established for a work education council by selecting members who also serve on related boards and committees. (A member of the

work education council, for example, may also serve on the local CETA advisory council.)

It will lend a council stature and credibility to have recognized community leaders and influential people among its membership. Such individuals are already likely to be committed to a number of other community activities. In attempting to get their commitments to participate on the council, it will be helpful to point out how their personal interests, as well as those of their institutions or sectors, can be served on a work education council.

Once the council is formally organized, membership terms of office and replacement mechanisms should be spelled out in the council's bylaws. These issues are dealt with more specifically later. Generally, however, a somewhat dynamic (changing) membership on a work education council is desirable.

Identification of Goals, Objectives and Priorities

As members are selected and agree to serve, the planning group will expand and need to begin to identify tentative goals, objectives and priorities for the work education council. The selection of issues to be addressed should be based on the group's assessment of the youth transition problems that exist in the community. This selection of goals, objectives and priorities will set the framework for what actions the work education council undertakes and will serve to define its formal mission to the community.

Getting agreement on goals, objectives and priorities can be a lengthy process. Individual members of the planning group will have their own "agendas" of what is and is not important. Some conflict can be expected and is probably healthy at this stage. At some point, however, it is important for the group to decide what issues it can agree on and to formalize these into statements of what the council intends to accomplish.

Based on the experiences of existing work education councils, the following approaches have been successful in the goal setting process:

1) Select both short and long term goals—Short term goals, those that can be accomplished quickly, will help to provide a sense of accomplishment for members and to establish a track record in the community for the work education council. Long term goals will give the members a sense of what can be accomplished over time.

2) Avoid selecting goals that deal with mammoth problems--Given the limited resources of a work education council, it is wise to avoid trying to tackle too much. In other words, the goals for accomplishment need to be set in a realistic framework.

3) Maintain flexibility—While the goals, objectives and priorities will establish a plan of action for the council, it is important to maintain enough flexibility to be able to respond to crisis situations and/or changing conditions in the community.

4) Establish procedures for on-going review—On going review of the goals, objectives and priorities is important so that the council can assess what has been achieved and can determine if changes are needed in its approaches and strategies. Formal annual reviews of the goals, objectives and priorities are recommended.

Securing Funds for a Work Education Council

Funding is required for a work education council to carry out its plan of action. In setting up a new work education council, it will be necessary to determine how much funding is needed and what the possible sources of funding are, on both a short and a long term basis. Because the competition for funding is so great (see discussion in chapter three), it is also important that new work education councils develop long term funding strategies and review these on a periodic basis.

Based on the experiences of existing councils, funding is required for the following: staff salaries (full time executive director, part or full time secretarial assistance); office space, equipment and telephones; operational expenses (mailings, meeting costs, printing); and staff and council travel (assuming the work education council wants to establish linkages with other councils and/or national organizations). Rural councils may also have to budget additional monies for council travel to meetings if members have to drive long distances. (See discussion of councils in rural areas.)

An initial operating budget for a work education council might look like the following:

Salaries (including fringe benefits)			
Executive Director	(22,500/yr.)	Salaries will be dependent on prevailing rates in local communities. [1]	
Secretarial Assistance	(10,000/yr.)		
Office Space [2]			
150 sq. ft. @$100/month x 12 mos.		1,200	
Office Equipment			
Desks, chairs, file cabinet, bookcases		1,100	(one time expense)
Telephone			
$100/mo. x 12 mos.		1,200	
Networking			
National conferences/local travel for for networking		2,000	(optional)
Operational Costs			
$200/mo. x 12 mos.		2,400	
	TOTAL	$ 40,400	

Possible short term funding for a work education council could come from a variety of sources, including:

—initial support from a private foundation

--seed money from United Way or other local private funding sources

—a start-up grant from local or state government (for example, CETA funding)

--initial support from various businesses or business organizations

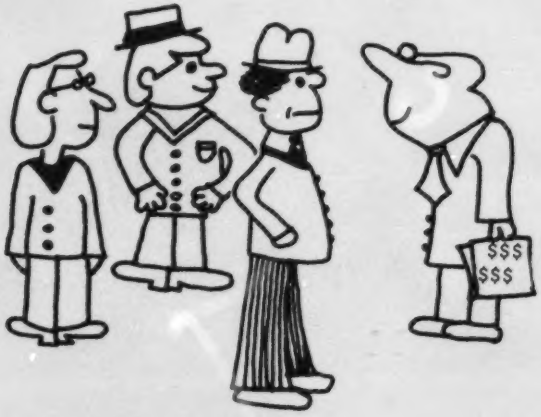
[1] Salaries should be based on rates paid for comparable positions in the community. Among existing work education councils, the salary of the director position ranges from a low of $10,000/year to a high of $35,000/year. For the secretary position, the range is from $5,000/year to $15,000/year. The figures shown above are averages of the high and low figures for each position.

[2] It is assumed that meeting space will be donated.

--initial support from labor sources

--initial support from local school district

--combinations of funds from some of the above sources



Creative funding arrangements could lessen initial budget requirements. (For example, an existing agency might agree to house the staff of the work education council and pick up operational expenses for one to two years.) Such arrangements are feasible if council independence and autonomy can be maintained. Given current inflation/recession trends, securing of in-kind support (donated office space, loaned or volunteer secretarial staff) should be emphasized where possible.

Long term funding for a work education council should come from the local community in the form of support from the institutions and agencies participating on the council. This type of funding arrangement from participating sectors demonstrates commitment to the work education council and allows it to operate as a fully independent entity. Such a funding arrangement might look like the following:

from business, industry and labor	$5,000 each	$15,000
from education, government and service agencies	$5,000 each	$15,000
from community fund raising	$5,000 - 10,000	$ 5,000 - 10,000
		$35,000 - $40,000

Several existing work education councils have successfully instituted forms of participatory support through the levying of membership dues and/or contributions.

Another type of long term support that can be sought by work education councils is grants from public or private sources for specific projects a council might want to undertake (e.g., special surveys, studies, etc.). This type of funding, however, cannot provide stable support for basic council operations.

Generally, the majority of long term funding for work education councils must come from the local level. Councils should aim for support from participating sectors for basic council operations.

Hiring the Executive Director

The experiences of existing councils have shown that a full-time paid executive director is a necessity for the successful operation of a work education council. Use of a staff person loaned from or shared with another agency is not recommended for this position because: 1) such an arrangement could allow the loaning agency to exert control over the council, upsetting the balance of interests that needs to be maintained for collaboration to occur; and 2) a shared staff person could have other job responsibilities that would lessen the time that person could spend on council business. Use of a volunteer in the director position is also not recommended because of the need for continuity in this position.

Actual timing of the hiring of the executive director may be undertaken by the planning group or may be delayed until after formal council organization is completed. The search that is undertaken for a person to fill this position must be a careful one because the position is key to making the council work. The individual who fills the director position must be dynamic and resourceful, must have exceptional organizational and facilitative skills, and must be able to communicate effectively with all sectors represented on a work education council (business, labor, education, government, etc.).

A well-defined job description for the executive director's position can be useful in instituting this search. Once an individual is hired, semi-annual reviews (every six months) of the director's job performance should be undertaken by the council.

Formal Council Organization

The ideal form of organization for a work education council is as an independent, not-for-profit, policy making entity in the community. Independence of a work education council is essential to foster collaboration and to enable a council to function as

an agent for change in the community. For this reason, it is recommended that a work education council eventually seek status as a non-profit corporation in the State of Oregon as part of its formal council organization.

The formal organization of a work education council involves two steps:

1) Adoption of a constitution and bylaws, with subsequent election of officers and formation of an executive committee--The constitution is a formal statement of council purpose and may include a listing of the council's goals. The bylaws are formal statements of the rules for council operation and should delineate:

   --composition of the council (membership requirements, selection procedures, terms of office, etc.)

   --council officers (positions, election procedures, terms of office, etc.)

   --composition and duties of the executive committee

   --meeting requirements (frequency, notification requirements, rules for conducting business)

   --council staff (positions, duties, selection procedures)

   --financial arrangements (how council monies will be handled, fiscal responsibilities)

It is important that the bylaws are carefully constructed and comprehensive. Information on formulating bylaws can be obtained from any public library.

2) Filing of incorporation papers and application for tax exempt status--In order for a work education council to apply for funding on its own behalf from most sources (government, private foundations, etc.), it will be necessary to have tax exempt status and to be incorporated as a private, non-profit making organization.

To obtain status as a tax exempt organization, the council should contact the local IRS (Internal Revenue Service) office. To obtain incorporated status, the council should contact the State of Oregon Corporation Commissioner (Department of Commerce).

While independent status is encouraged as the ideal form for council organization, it should be noted that for most councils it will take time to obtain such status. Prior to formal incorporation, the work education council can utilize another organization as a fiscal agent to apply for funding on its behalf.

Helpful Hints for Successful Operation

Based on the experiences of existing councils, the following are suggestions for successful operation of a work education council:

1) Membership—It helps to have a healthy turnover in council membership, but enough continuity needs to be maintained so that there is consistency in council actions. This can be accomplished by establishing staggered terms of offices for members of a new council in the council's bylaws. (For example, half of the members serve initial two year terms and the other half serve initial three year terms, with renewal terms of two years after the initial terms of office expire.) The bylaws also need to establish minimum attendance requirements, with a review and replacement mechanism for members who do not meet these requirements. (The executive committee can be used to carry out this function, as discussed below.)

2) Officers—There also needs to be a healthy turnover of leadership on a work education council. This can be accomplished by establishing terms of offices for officers in the council's bylaws which are not renewable. Continuity can be maintained by having the chairperson remain a member of the executive committee for one year after his or her term of office expires.

3) Executive Committee--An active executive committee, made up of the council officers and one or two at-large members, can also be helpful to the successful operation of a work education council. The executive committee, which will meet more often than the full council, can handle routine business (day to day operational matters, approval of staff expenditures, etc.) and sensitive matters (review of inactive members, recommendations for replacing and/or adding members, review of the performance of the executive director). The decisions of the executive committee are, of course, subject to approval by the full council. Probably the most important role an executive committee can play for a work education council, however, is that of future planning. An active executive committee, along with the chairperson and executive director, plays a key leadership role by identifying critical issues to be addressed by the council, by making recommendations, etc. The executive committee should establish the agendas for full council meetings.

4) Meetings—There needs to be an established frequency to council meetings. (This will vary based on the desires of individual councils. Most existing work education councils meet monthly; others have full council meetings three to four times a year.)

5) Task Forces--Existing work education councils have found the establishment of task forces to be an effective way to carry out council work (special studies, reports, surveys, development of policy statements, etc.). These task forces are chaired by a member of the work education council but also include individuals who are not council members. In this way, the work education council can tap other resources in the community without expanding its core membership. (Existing councils also have found task forces to be a good way to utilize the special interests/skills of individual members. From this standpoint, task forces can be an effective tool for sustaining member interest and involvement.) The task forces are given specific tasks with specific deadlines. They report back to the full council upon completion of projects at which time the result of their work is considered for adoption as a formal council policy or position.

6) Leadership--The chairperson and executive director both play major roles in providing leadership to a work education council. To encourage collaboration on a work education council, the chairperson must play a rather delicate balancing act to ensure that the various interests of the members are fully represented. The chairperson needs to be able to command the respect and trust of all sectors represented on the council, and should be seen as someone who is objective (i.e., not pushing personal agendas to the exclusion of other members' ideas). The executive director also needs to provide leadership to the council, but has to be careful not to push a council before it is ready to move in a certain direction. To be effective the executive director needs to work with and at the direction of the council. This can most effectively be accomplished through a close working relationship with council members and particularly with the chairperson.

Special Issues for Councils in Rural Areas

There are conditions particular to rural areas that should be taken into account in attempting to establish work education councils. These are given special attention here because many areas of Oregon are rural in nature.

In one sense, rural areas have an advantage over their urban counterparts in that their communities are smaller and less formal. It may be easier for rural areas to mobilize community leaders on behalf of their youth populations because the youth affected by transition problems are often known to community leaders and the problems are smaller in scope and more manageable than in urban centers.

At the same time, rural areas tend to be more isolated and have a greater difficulty in accessing labor market information and data for their particular localities. (Employment statistics, for example, may not be available for individual communities in rural areas.) There also may be less money available for community programs in rural areas and considerable resistance in some smaller communities to starting programs that could end up costing the local areas substantial amounts of local funding.

In addition, particular issues that need to be given consideration in attempting to establish a work education council in a rural community include:

1) There are a limited number of leaders in small communities and these leaders may already be overcommitted in their activities. The work education council will be competing for the involvement of busy people. (This also may be the case in many urban areas, but the problem is acerbated in a small community.)

2) Small communities that depend on one or two major industries (for example, lumber and/or agriculture), may face the problem of a lack of occupational diversity. This limits the opportunities for youth exposure to other career options and creates special problems that will have to be addressed by a work education council.

3) Due to the lack of occupational diversity and/or opportunities, a rural area may also face the problem of out-migration by a considerable portion of its youth population. This may mean that a rural area needs to prepare its youth for the realities of urban life, or that a rural area needs to concentrate on economic development activities in order to attract new businesses and industries to its community. A work education council in such a community should give attention to this problem, attempt to define its extent, and seek solutions that will meet

the particular desires of the local community. (Specifically, economic development activities probably should not be undertaken unless there is widespread community support behind such an effort.)

4) Rural area councils also need to address the problem of extra distances and transportation costs. Such councils may have to pay mileage for members who have to travel long distances to attend meetings, and may find that more business needs to be conducted via long distance telephone calls. This will require additional monies to be budgeted for travel and telephone costs. These are often offset, however, by the lower salary rates that prevail for staff positions in smaller communities.

5) Rural area councils also may find themselves operating in a vacuum as far as existing services and programs are concerned. This may mean that the rural council has to become involved in initiating needed services. Though it might be preferable for the council to find another agency in the community to operate such services, this may not always be feasible.

Directors of existing rural councils surveyed as part of the research for this guide indicated that the type of issues prevalent in their communities had made it necessary for their work education councils to adopt low key approaches, with careful consideration prior to making recommendations for change. Generally, it was agreed that rural councils have to start with basic concerns (career exploration opportunities for youth) and move to policy issues at a slower pace than do their urban counterparts.

Chapter 3

Chapter 3:
Potential Problems and Pitfalls

Based on the experiences of existing councils, there are certain problems that can be anticipated in establishing a work education council. There are also some pitfalls that probably can be avoided if care is taken in the initial planning stages. The following is a brief discussion of some of the perceived problems and pitfalls:

Articulating the purpose of a work education council —

Almost every work education council director interviewed mentioned the problem of the length of time required to articulate the purpose of their councils in their local communities. Collaboration, as a concept, differs from cooperation in that it involves groups that traditionally have not often worked together and that have extremely different end objectives. It takes time for a council to establish understanding and comraderie between its members (for members to decide it is "safe" to participate), and even more time to agree upon common goals, objectives and priorities related to the transition of youth from school to work.

It is important that enough time be spent on the initial articulation of council purpose so that all members buy into the goals and objectives established.

Defining council focus in relationship to other community organizations/committees —

The importance of a work education council establishing relationships with existing service providers and avoiding duplication of their efforts was discussed in chapter one. In most local communities, there are also existing organizations and committees already dealing with some aspects of the youth transition problem. It will be necessary to define the focus of a work education council in relationship to these groups, as well, and to establish collaborative type linkages with them.

These groups include local advisory committees mandated by federal or state law, such as: the local CETA advisory council; the Private Industry Council which relates to CETA's private sector initiative programs; and local vocational and other school advisory committees. Other organizations which may deal with youth transition issues include the local Chamber of Commerce and the local

National Alliance of Business office.

Information on the objectives and activities of these committees and organizations must be obtained to avoid duplication of their efforts. Linkages should be established to involve them in collaborative efforts and to gain their support for council objectives. One of the most effective ways to establish linkages with other community organizations/committees is through membership sharing. (See discussion of membership in chapter two.) Other methods that could be used include informational sharing, staff contacts and joint meetings.

Maintaining sector balance on a work education council —

As already emphasized, maintaining balanced representation of all sectors involved in the youth transition process is essential for a work education council to function as a forum for collaboration. A council that is heavily weighted, for example, with members representing education interests will concentrate its attention on educational concerns and may have difficulty effecting much change in the private sector.

Many of the existing work education councils have found it successful to establish some type of numerical balance requirement in their formal bylaws. While these need not be (and probably should not be) rigidly enforced, they can serve to focus attention on the balance issue. One work education council surveyed indicated that it maintains sector balance by rotating the office of chairperson among the various sectors represented on its membership. (The chairperson comes from a different sector in each successive election.)

Involving organized labor —

The advice from existing councils is that organized labor should be involved from the beginning on a work education council. Establishing a council without representation from organized labor and trying to involve labor organizations later on has not worked.

Youth representation on a work education council —

Since the purpose of a work education council is to address problems of youth transition, it seems natural to assume that youth should be represented on the membership of such a council. Surprisingly, however, only five of the original demonstration councils chose to include youth in their memberships.

Some of the reasons that youth have not been included as members on these councils are the perceived difficulty of getting youth

who can represent the total spectrum of youth needs (from drop out problems to unemployed young adult), and the perceived difficulty of eliciting input from youth on a council whose other members are essentially community "wheels" or experts. Some councils (among them the Portland council) have chosen to involve youth at the task force level rather than at the membership level. These councils feel this approach provides them with the youth perspective and viewpoint, while avoiding the difficulties mentioned earlier.

Despite these perceived difficulties, it does seem worthwhile for a work education council to attempt to include youth representatives among its members. While particular youth representatives may not be able to speak to all aspects of the youth transition problem, they do have a perspective on the problem that is more immediate than that of most adults. If youth are involved on the council's membership, council members (and particularly the chairperson) can make special efforts to elicit their input.

Ensuring a council is representative of the community —

A work education council must also attempt to be representative of the community at large in terms of its population mix (race, sex, religious preferences, etc.). In many communities, a council composed entirely of powerful community leaders would automatically exclude ethnic and female representatives. To gain the respect needed to function as a catalyst for change in the community, such a council would be unacceptable. Special care needs to be taken to include representatives from groups in the community that normally lack advocacy representation.

Maintaining an independent membership selection process —

It is imperative that the process for selecting members to serve on a work education council is not controlled by one individual or by one sector of a community. If the members of a council, for example, were all appointed by the local school superintendent, the council would invariably be seen (and probably function) as the school's council. Likewise, if the local Mayor controlled appointments of members to a council, the council would be the Mayor's council.

The intent of a work education council would be compromised under this type of control and the possibility of collaboration occurring would be minimal. For these reasons, it is important that the process of making membership appointments to a work education council be seen as a "shared" concept of appointing individuals to an independent entity.

Collaboration versus direct service program operation —

The stated purpose of work education councils is to effect changes in the way institutions handle the transition of youth from school to work through collaborative community efforts. It is generally agreed among existing councils that this purpose is not well served by councils getting involved in the operation of direct service programs (e.g., youth employment projects, career counseling services, etc.).

Some existing councils have become involved in direct service program operations. They have done so either because they felt the needs were so great in their communities that it was a necessity to start programs or because they saw it as a way to survive financially (getting grants to operate programs). While these councils felt the operation of service programs had helped to enhance their visibility in their communities, most of the councils reported that it had detracted from their ability to effect collaboration and policy changes.

While there may be exceptions, it is generally recommended that work education councils avoid the operation of direct service programs. In almost every community, there are existing organizations that can assume the operation of service programs if a need is identified and funds are provided. The work education council, by becoming involved in program operations, diffuses the energy and time its members and staff can devote to collaborative efforts and policy issues.

A work education council can assist other organizations in the initiation of service programs (including assistance with the search for funding for such programs). A work education council may also want to get involved in initiating collaborative type projects (see examples of activities of existing councils) with other community groups and organizations.

Maintaining member interest and involvement —

Work education council members are busy people, used to seeing results. As has been evident in earlier discussions, however, results can be long in coming from collaborative efforts and the results that do occur are not the "head counts" (how many people were served) that many people have come to expect from projects. As a result, many of the existing councils have experienced problems in maintaining interest and involvement on the part of their members. Suggestions for preventing or minimizing these problems include:

—make sure that council meetings are carefully structured to deal with important issues (don't meet for the sake of meeting).

—pick some short term objectives so that members can see results from council actions.

—involve members in task forces in areas of their special interests and give them specific tasks that are deadline oriented.

Both the executive director and the chairperson can and should play key roles in stimulating member interest and involvement by maintaining frequent contacts with members to make sure they are aware of what is going on and to assess what their special interest areas are. These should include informal contacts in addition to the formal contacts made as a result of council business.

Dealing with inactive members —

In spite of such efforts, some members may become inactive. This could occur because a particular member is overcommitted in his or her activities and has become too busy to maintain active participation. Such a member should probably be replaced by someone who can devote the time needed for council business. Members may also be inactive because they have lost interest. In that case, replacing them with new people might bring in a fresher perspective.

Consistently inactive members do not contribute to a work education council. A review mechanism for dealing with inactive members and replacing them when necessary has already been discussed; however, caution and good judgement should be exercised in utilizing this mechanism. Members on a work education council (if properly selected) were chosen for what they had to offer. Efforts should be made to reinvolve members and regain their interests before the replacement option is considered.

Depending on a single source of funding (and the competition for dollars) —

Dependence on a single source of funding is hazardous for any program or project. If the funds are eliminated, for whatever reasons, the program loses its financial stability and is in danger of having to close down. For a work education council, dependence on a single source of funding also is hazardous for another reason. The entity controlling the funds in such a situation is in the position to exert a great deal of control over the activities of the council. This could impinge

unfavorably on the independence of a council and its ability to foster collaboration. For these reasons, it is preferable for a work education council to receive its funds from a variety of different sources.

Possible funding arrangements for a work education council have already been discussed in chapter two. As stated there, the ideal funding arrangement for a council (and the one that councils should aim for) is financial support from those agencies and institutions participating on the work education council itself. Such an arrangement, however, may be difficult for new councils to attain. There is often a "Catch 22" syndrome operational for new programs in that people expect them to establish a proven track record before they are willing to put in their dollars.

The competition for funding is tremendous and that is particularly the case in terms of securing local funds. There are long established fund raising campaigns in almost every community (United Way, heart funds, cancer drives) that make it difficult for new programs to receive consideration for local funding. The The current inflation/recession crunch does not help this situation, as existing programs (public and private) are struggling to live within increasingly shrinking budgets.

All this means that a sound and compelling case must be made for funding a new work education council. It is likely that fund raising will take considerable amounts of time, both from individual council members and from the council's executive director. At present, there are no easy solutions (e.g., state or federal grants) to the issue of how new councils can obtain funding.

Dealing with turf issues on a work education council —

A certain amount of protectiveness of "turf" is to be expected from members when a work education council gets started. Along with this, a certain amount of conflict should be expected and can be healthy in "clearing the air" (defining issues, where major differences exist, etc.).

Based on the experiences of existing councils, it takes considerable time to build trust among council members and to establish an atmosphere which will foster collaboration. Getting agreement on the following can help this process along:

—establish agreement among members that the work education council is neutral territory (a non-threatening atmosphere where members are free to express opinions/ideas without fear of repercussions)

--establish agreement among members that the work education council will not take actions that are directly contrary to the interests of any of its individual members (this in effect gives members veto power when they feel that an action under consideration will damage their institutions or sectors they represent)

--establish a willingness among council members to work on what they can agree on

Collaboration requires openness on the part of council members. Beyond a willingness to work together, there must also be a willingness to be specific about differences of opinions and intentions on specific issues. The extent to which it is "safe" to discuss and debate basic institutional values and conflicts is a good operational barometer of the extent to which real collaboration is possible on a work education council.

Other problems may arise as local councils are established and begin to operate. For new councils in Oregon, the Greater Portland Work Education Council is available to provide technical assistance and advice. This and other resources are listed in Attachment 1.

Attachment 1

Where To Go For More Information

For individuals desiring more information on work education councils or the work/education concept, there are some excellent resources available from the National Institute for Work and Learning (formerly National Manpower Institute). For a list of publications, write to:

Center for Education and Work
National Institute for Work and Learning
1211 Connecticut Avenue, N.W.
Suite 301
Washington, D.C. 20036
(Rich Ungerer, Director;
Phone: 202-466-4420)

New work education councils may wish to establish linkages with other councils across the country by joining the National Work-Education Consortium discussed in chapter one. For information on the consortium and membership requirements, contact:

Carol Stone, Consortium Vice-President
c/o Greater Portland Work Education Council
(address and phone number shown below)

On the local level, information and technical assistance is available to individuals and/or communities desiring to establish work education councils from the Greater Portland Work Education Council. For assistance, write to:

Greater Portland Work Education Council
710 S.W. Second Avenue
Portland, Oregon 97204
Phone: 503-248-6885
(Carol Stone, Executive Director;
Leon Johnson, Chairperson)

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Attachment 2 (Excerpt from Education and Work Councils: Progress and Problems, Abt Associates Inc., 1980.)

Definitions of Council Activities

1. RESEARCH

   Needs Assessment: Surveys conducted for purposes of determining the perceived needs of the community relative to the youth-to-work transition.

   Occupational Outlook Research: Studies focusing on the status of an area's education, training and employment.

2. PUBLIC AWARENESS

   Community Visitation Days: Local community members visit classrooms and exchange information with teachers and administrators regarding the infusion of career-related concepts into the curriculum.

   Public Relations: Progress of education to work linkage is reported on a regular basis through active use of news media.

   Community Forums: Pertinent education-to-work issues are discussed in public forums.

   Audio-Visual Presentation: Print and nonprint media are utilized in project presentation.

   Newsletter: Periodic publications are produced which serve as a source of news and program information.

3. STUDENT DEVELOPMENT

   Career Speakers: Individual representatives of various occupations both employers and employees, come to a school and talk to small groups of students about their work.

   Career Day: Representatives from diverse occupations come to a school-sponsored program to present information about the occupation outlook in their field and the prerequisite training and qualifications.

Site Visit: A group of students visit a workplace for an on-site presentation of occupational information and a chance to see and interact with people at work.

Shadow Day: An individual student is paired with a worker for a day, or part of a day, to gain first hand experience in a particular occupation.

Internship: A student works, without pay, on certain aspects of a job at regular intervals (weekly, twice a week) in order to gain hands-on exploratory experience in a particular occupation.

Work-Study: A student is released early from school and works at a part-time, entry level job.

Alternative Semester: A student or group of students engage in a series of career-related activities instead of attending regular subject matter classes.

Career Resource Center: Students and teachers use print, audio-visual material and career counseling staff to get information about careers, career values and career decision-making.

Student-Operated Business: A group of students, under the supervision of a teacher, create and operate their own business: a school store, a garden or greenhouse, a welding shop, a construction company, a neighborhood rehabilitation service, etc.

Contract Apprenticeship: Businesses provide structural learning experience for students, under contract with the local school department or work-education linkage.

Community-Resource Bank: Businessmen, educators and others volunteer their time to talk individually or in small groups with interested students outside the school setting.

4. STAFF DEVELOPMENT

In-Service Workshops: Groups of teachers and counselors, often with the assistance of outside facilities, meet after school or during the summer months for information sharing, skills training, program planning or evaluation, curriculum development, etc.

Curriculum "Infusion": Elementary and secondary teachers modify their regular subject matter to include a number of career-related topics to emphasize career implications of the subject area, good work habits and the career development process.

Career Guidance Institute: The guidance department or other school staff are provided with resources for assisting students to clarify career values and strengthen career decision-making skills. The format is structured and encourages site visitations and community interactions on realistic career-related options for students. The National Alliance of Business often sponsors these Institutes.

Teacher/Host Administration Site Visits: Local Business and industries visits by a group of teachers or administrators to their work-places, including a plant tour and a seminar on skill, knowledge and concept requirements for various levels of employment in the field.

Community Resource Directory: A list of employers and others willing to cooperate with schools in career education efforts is compiled; this list is distributed to teachers and counselors for their use.

5. ADMINISTRATIVE/POLICY CONCERNS

Inter-District/State Collaboration: Schools collaborate on in-service training, work-experience placement and supervision, skills training, etc.

Coordination of School and Non-School Programs: Contracts are made with non-profit youth action agencies such as scouts, 4-H, junior achievement, which provides career-type programs (experimental, character building, decision-making, and skill training components).

Establishment of School-Business Partnerships: A school is paired with one or more local businesses for enrichment of students' experiences.

Counteracting Race and Sex Role Stereotyping: Activities are planned which will expand the choice for students regardless of race or sex by increasing awareness of stereotyped attitudes.

Servicing Special Needs Population: Activities are planned to provide career/occupational experiences for students with special needs.

Credentialing, Licensing and Certification Procedures: Alternate or additional approaches are offered for improving the licensing function.

Statutory Restrictions: Steps are taken to address the affect of laws, practices and customs that constrain or otherwise influence young people's movements between

education and work. Such restrictions can include minimum wage regulations, child labor laws, compulsory school attendance statutes and insurance liabilities.

Attachment 3

National Work-Education Consortium

1211 CONNECTICUT AVENUE, N.W.
SUITE 301
WASHINGTON, DC 20036
(202) 466-4420

June 27, 1980

Ms. Carol Stone, Director
Greater Portland Work-Education Council
710 S. W. Second Avenue, Third floor
Portland, Oregon 97204

Dear Carol,

Having reviewed the Model of a Work-Education Council, I am compelled to offer my reaction. I found it to be a comprehensive treatment of the key issues in council development and operation. Attention to the potential problems and pitfalls for new and existing councils makes this a document of broad application and one which will be useful throughout the country.

The Greater Portland Work-Education Council is to be commended for an exemplary product and yet another contribution to furthering the collaborative council concept. Speaking for Consortium members, please accept our appreciation for this effort and its outstanding result.

Sincerely,

Thomas L. Hallman
President

Executive Director
Trident Work-Education Council
P. O. Box 1203
Charleston, S.C. 29402

TLH:1

Attachment 4

National Work-Education Consortium Membership List

MID-MICHIGAN COMMUNITY ACTION COUNCIL
608 Wright Avenue
Alma, Michigan 48801
(517) 463-6404

EDUCATION-WORK COMMUNITY COUNCIL
Inter-American University of Puerto Rico
Metropolitan Campus of Bayamon
URB, Industrial Minillas Carr-174
Bayamon, Puerto Rico 00619
(809) 780-4040 Ext. 45

BETHEL AREA COMMUNITY EDUCATION-WORK COUNCIL
P.O. Box 4095
Bethel, Maine 04217
(207) 824-2538

INDUSTRY EDUCATION COUNCIL OF CALIFORNIA
1575 Old Bayshore Highway
Burlingame, California 94010
(415) 697-4372

CHARLESTON TRIDENT WORK-EDUCATION COUNCIL
P.O. Box 1203
Charleston, South Carolina 29402
(803) 722-3014

WORK-EDUCATION COUNCIL OF THE SOUTH SUBURBS
202 South Halsted Street
Chicago Heights, Illinois 60411
(312) 755-2850

TRI-COUNTY INDUSTRY-EDUCATION-LABOR COUNCIL
Lincoln Hall
Illinois Central College, Interim Campus
East Peoria, Illinois 61635
(309) 694-5151

NORTH CENTRAL CONNECTICUT EDUCATION-WORK COUNCIL
Asnuntuck Community College
P.O. Box 68
Enfield, Connecticut 06082
(203) 745-1603 Ext.39

EDUCATION AND WORK COUNCIL OF ERIE CITY AND COUNTY
1208 Baldwin Building
1001 State Street
Erie, Pennsylvania 16501
(814) 455-3928

LABOR-MANAGEMENT COMMITTEE OF THE JAMESTOWN AREA
P.O. Box 819
1093 E. Second Street
Face Building
Jamestown, New York 14701
(716) 661-2262

NIAGARA FRONTIER INDUSTRY-EDUCATION COUNCIL, INC.
2 Pleasant Avenue West
Lancaster, New York 14086
(716) 686-2032

LEXINGTON EDUCATION-WORK COUNCIL
701 East Main Street
Lexington, Kentucky 40502
(606) 252-1245

MESA COMMUNITY COUNCIL
21 S. Hibbert Street, Suite 186
Mesa, Arizona 85202
(602) 833-8448

ASSOCIATION OF BUSINESS, LABOR AND EDUCATION (ABLE)
Economic Development Council of NYC, Inc.
261 Madison Avenue
New York, New York 10016
(212) 573-9518

COMMUNITY CAREERS COUNCIL
1730 Franklin Street, Suite 270
Oakland, California 94612
(415) 763-4234

EDUCATION TO WORK COUNCIL OF PHILADELPHIA
Rohm & Haas Building
6th & Market Streets
Philadelphia, Pennsylvania 19105
(215) 627-6953

WORK-EDUCATION COUNCIL OF SOUTHEASTERN MICHIGAN
164 Main Street
Plymouth, Michigan 48188
(313) 459-5360

GREATER PORTLAND WORK EDUCATION COUNCIL
710 S.W. Second Avenue
Portland, Oregon 97204
(503) 248-6885

COMMUNITY CAREER DEVELOPMENT COUNCIL, B.E.L., NAB
1021 Anacapa Street
Santa Barbara, California 93101
(805) 963-3468

SIOUX FALLS AREA EDUCATION-WORK COUNCIL
2118 South Summit Avenue
Sioux Falls, South Dakota 57105
(605) 336-5236

COMMUNITY EDUCATION-WORK COUNCIL OF NORTHWESTERN VERMONT
86 North Main Street
St. Albans, Vermont 05478
(802) 524-2194

EDUCATION-WORK COUNCIL OF THE UPPER OHIO VALLEY
West Virginia Northern Community College
College Square
Wheeling, West Virginia 26003
(304) 233-5900

WORCESTER AREA CAREER EDUCATION CONSORTIUM
350 Mechanics Tower
Worcester, Massachusetts 01608
(617) 753-2924

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current as of November 1, 1979

Attachment 5

List of Source Documents

The Boundless Resource: A Prospectus for an Education/Work Policy, by Willard Wirtz and the National Manpower Institute, 1975.*

A Charter for Improved Rural Youth Transition, National Manpower Institute, 1978.

On Developing Community Work-Education Councils, by Karl A. Gudenberg, National Manpower Institute, 1976.

Education and Work Councils: Progress and Problems, Abt Associates Inc., 1980.

The Work-Education Consortium: An Inventory of Projects in Progress, National Manpower Institute, 1978.

The Work-Education Consortium Project: A Report on the First Two Years, National Manpower Institute, 1978.

Work-Education Councils: Profiles of Collaborative Efforts, National Manpower Institute, 1979.

* This book is the "bible" for work education councils. It looks at the problems of education/work in the United States from youth to old age. It contains a number of specific recommendations for change, including the proposal for setting up local work education councils. It should be considered required reading for anyone wanting to initiate a work education council and is recommended also for new council members.